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In order to prepare pupils to participate fully, regardless of environmental handicap, in economic, social, and political life, schools should make improvements in the problem of desegregation. Specific plans undertaken by New York City required the study of certain aspects of education--elementary school community zoning, junior high school feeder pattern changes, school assignment change for relief of overcrowding and for better integration, the Free Choice Transfer Plan, educational parks, site selection, ethnic integration in school staffs, further expansion of the central zoning unit, expansion of the human relations unit, staff orientation and training, and community participation and support.

Plans for improving the quality of education should contain such suggestions as elimination of group intelligence tests, reduction of class size, betterment of kindergarten and prekindergarten programs, and improvement of recruitment and promotion programs for Negro and Puerto Rican teachers and supervisors.

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PLAN

for

BETTER EDUCATION

through

INTEGRATION

NY BOARD OF EDUCATION
OF THE
CITY OF NEW YORK

January 29, 1964

Office of Education-EEOP
Research and Materials Branch

Bennett Q. Stalvey

BACKGROUND OF THE PLAN

When Superintendent of Schools Calvin E. Gross presented his Integration Report to the Board of Education on December 3, 1963, it was clearly labeled an interim document. Local School Boards, civic groups, community organizations, parents associations, professional organizations and others were invited to consider the Interim Report and to make recommendations for improvement. One meeting was held to hear the views and proposals of the 25 Local School Board chairmen. Two others were devoted to receiving the recommendations of more than 30 city-wide organizations. Many of the speakers submitted extensive memoranda while additional written recommendations were sent by dozens of individuals and organizations.

Every recommendation has been carefully considered by the Board of Education's Policy Committee on Integration and by the Board itself. The professional staff and expert outside consultants have helped with information and evaluation. In short, a concentrated effort has been made to secure as broad as possible a base of knowledge and information for guidance in the establishment of policy.

An encouraging feature of the public discussions was the extent of basic agreement among the participants. They accepted the goal of integration as essential to our way of life and as a cardinal factor in sound education; they differed only with respect to the roads to be taken to reach these goals.

The moral commitments and democratic beliefs which bind the people of New York City are clearly much stronger than the differences which divide them. The differences involve primarily not ends, but means; not the values of an integrated education, but how best to bring it about; not whether the school system has a positive responsibility with regard to integration, but the extent to which the school system, as one institution of society, can aid those who have been wronged by that society.

For American society has indeed wronged minority groups, and the schools established by that society are a most important agent of change -- perhaps the most important, though by no means the only one. The responsibility for the formulation of school policy to effect such change rests with the Board of Education. However, there are problems such as those of discrimination in housing and in employment which affect the schools and which can be solved only through programs of joint community action. De facto segregation in housing exists on such a wide scale that the Board of Education could not possibly produce racial balance in all schools without wholesale shifts of school populations.

The mandatory transportation of great numbers of children over wide areas would inevitably result in educational chaos. This solution has been advocated by very few people, and there seemed to be general agreement among the groups at the hearings that it was not feasible.

The Board of Education alone cannot cope with youth unemployment, job and apprenticeship discrimination, and the damaging effects of poverty. Yet these conditions impede educational advancement wherever they exist, by destroying incentives and handicapping children in various other ways. Since these conditions affect all education, the Board recognizes its responsibility to help inform the public concerning these basic issues and to press for coordinated efforts by governmental agencies to help solve them. This should be done preferably through a City-Wide Council on Integration which the Board has been advocating since last August, and on which the Board should be represented.

There are a number of imperative needs to which such efforts should address themselves:

- housing changes which would make integrated education possible for all.

- large-scale attack by City, State and Federal Governments on fundamental problems of life in slum areas.

- co-ordinated planning and action by city agencies, including the Board of Education.

- assistance of private agencies, foundations, and citizens groups under a comprehensive plan.

- recognition by society of the false economy of permitting slum conditions and other aspects of poverty to continue and fester.

RESPONSIBILITY FOR THE PLAN

This plan is the present Board's first plan of policy and action for Better Education through Integration. It has been formulated with a sense of urgency and conviction to implement the statement of principles issued by the Board on June 26, 1963. While specific details have been recommended by the professional staff, this has been done in close consultation with the Board's Policy Committee on Integration and with the Board of Education, which assumes full responsibility for the plan now presented.

This plan is a first plan; it is by no means final. Every step taken must bear a logical relationship to changes in the social fabric.

Yesterday's step forward may sometimes become entirely inadequate for present progress, and what was formerly impossible may become an urgent necessity. There will be other policies and other plans, all attuned to the changing demands of our ever-changing communities, to the increasing ability of the school system to adjust to these changes, and to the welfare of all the children.

While the Board of Education proposes to carry out its announced program with all possible vigor, it must reserve the right to modify it as experience and necessities may require. The Board's finances, practical problems of obtaining adequate transportation facilities, educational lessons learned along the way, all may require modifications of its announced program.

PURPOSES OF THE PLAN

The major purpose of the schools is to prepare pupils to participate fully in economic, social and political life, regardless of environmental handicaps, and to develop better citizens. Pupils must learn to play their role as citizens of the world as well as of this country and to assist the United States in maintaining its leadership of the free world.

The basic question which must be asked in evaluating this plan is, "Does it serve the purposes of sound education in a free society?" The Superintendent of Schools summarized the entire school integration program under two headings: the achievement of equality of educational and vocational opportunity for all children, and particularly those of minority group status; and the promotion of ethnic integration. These two elements are complementary and part and parcel of the same process of quality education, like the two sides of a coin. Each gives strength to the other, and makes the other more possible. Integration in New York City in 1964 is fundamentally an educational program with many facets; it is a broad concept which involves the very essence of good education and the basic foundations of American democracy.

The presence in a single school of children from varied backgrounds is an important element in preparation for responsible citizenship in this democracy. Therefore, efforts have been made in this plan, as explained in Part I, to create wherever possible a representative student body, within the limitations of feasibility. These efforts are vital both in terms of civil rights and good education for all children.

There is no conflict between plans for better ethnic distribution and for improved quality education. The administrative process of improved ethnic distribution is only the beginning of true integration. The various educational programs under study by the Superintendent of Schools, and noted in Part II are designed to help minority group children overcome the obstacles and inequities which block their progress.

In short, the present plan strengthens the factor of integration as a dimension in all educational activities. It is intended that this concept be included as a basic consideration for all teachers administrators, and supervisors in the organization and administration of the schools and in the daily activities of teachers and pupils.

PART I: PROMOTION OF ETHNIC INTEGRATION

General Considerations

The Board of Education, in its statement of June 26, 1963, endorsed and supported the view that public education in a racially restricted setting is socially unrealistic and blocks the attainment of the goals of democratic education. This section of the plan represents a practical application of that point of view.

This plan is both comprehensive and unified in that the criteria which have been established for the introduction of a given procedure will be the basis for action throughout the City wherever these criteria are applicable.

The Board of Education recognizes that integration is one of the most sensitive and crucial problems of our time. Its policies, therefore, have been spelled out below as clearly and as definitely as possible, so that they may serve both as mandates and as guidelines to action.

Thus, in connection with the elementary school community zoning policy already alluded to, and other policies, all schools which meet the established criteria will be included in the city-wide plans. The appropriate central headquarters staff and the field assistant superintendents will be charged with the responsibility of placing these policies into effect. The role of the staff is to determine <u>how</u> the policies will be put into effect, and not <u>whether</u> they will be put into effect.

The details will of course be developed at the local level, with as much consultation as possible by the field assistant superintendents with the Local School Boards and with parent and community groups. In such consultations, however, it will be clearly understood that the role of the community groups is advisory with reference to procedures for implementation of what the Board of Education has determined to be city-wide policy.

It is also recognized that the district boundaries of field assistant superintendents are devices created to facilitate supervision and administration. Therefore, central headquarters leadership will be used to develop city-wide plans so that the mere existence of such boundaries will not stand as a bar to action when other criteria are met. In addition, this leadership will also be used to help assistant superintendents to coordinate their planning so as to make full use of the possibilities for integration.

Despite the city-wide applicability of the plans, there will continue to be specific responsibilities assigned to the local level. The preparation for change in the schools is a complex process which requires the full cooperation of all segments in the community, under the leadership of the Local School Boards. The coordination and articulation of different school organizations and the necessary in-service training of teachers will pose new challenges to the field assistant superintendents.

There is no ready-made formula which can be applied uniformly on a city-wide basis. Within the framework of official policy as stated above and under the leadership of the assistant superintendents and the Local School Boards, parent associations and other community groups will assist in reaching decisions concerning the method of introduction. For example, there are real questions concerning the desirability of including kindergarten children in elementary community zoning patterns, or present grade 8 pupils in junior high school feeder pattern changes. Such problems may best be solved at the local level, always within the context of offical Board policy.

SPECIFIC PLANS

A. Elementary School Community Zoning

1. It is the policy of the Board of Education to institute common zones for elementary schools which meet the following criteria:

   a. There is a common boundary line.

   b. The greatest distance between buildings is one and a half miles. District lines are to be disregarded.

   c. The farthest distance to be traveled each way by any pupil is two and a half miles.

   d. The travel time each way is not to exceed thirty minutes under normal conditions.

   e. There is a substantial difference in the ethnic composition of the schools.

2. In the institution of community zoning plans, the following additional educational benefits will be supplied to the schools involved, in order to provide educational benefits to the children at the highest possible level:

   a. Maximum and average class size lower than usual.

   b. Additional special services.

   c. Building improvements as needed.

d. Supply of additional regular teachers.

e. Plans will be made to capture the additional educational opportunities which become available when large numbers of children of a limited age range are placed in a single building.

f. Plans will be made to coordinate and articulate curricula, activities and materials, and to arrange for equitable sharing and distribution of resources, both material and human.

3. A preliminary survey has indicated that there are approximately 20 pairs of schools which meet the criteria noted above. There are 134 elementary schools whose percentage of minority group pupils is 90 or more.

a. In the institution of elementary common zones, a beginning will be made in September, 1964. These initial experiences will help the staff to refine procedures, become familiar with the logistics of the operation, and develop the administrative know-how. For example, when a building is converted for use by younger children, certain physical changes are necessary in furniture, equipment, lavatories, lunchrooms and other facilities.

b. It is expected that the creation of such common zones will be part of a continuing program. By September, 1965, half the schools which meet the criteria will be involved in the program.

c. The process will be completed for all eligible pairs of schools by September, 1966.

d. Frequent surveys will be conducted to locate additional schools which may meet the criteria noted above, and these schools will be included in the over-all plans.

B: Junior High School Feeder Pattern Changes

1. It is the policy of the Board of Education to change the feeder patterns of groups or "sets" of junior high schools, in the direction of better ethnic distribution, when they meet the following criteria:

a. The greatest s distance between buildings (or between buildings farthest apart, if there are three) is two and a half miles. District lines are to be disregarded.

b. The farthest distance to be traveled each way by any pupil is four miles.

c. The travel time each way does not exceed forty-five minutes under normal conditions.

d. There is a substantial difference in the ethnic composition of the schools.

2. In the institution of feeder pattern changes, the following additional educational benefits will be supplied to the schools involved, in order to provide educational benefits to the children at the highest possible level:

   a. Maximum and average class size lower than usual.

   b. Additional special services.

   c. Building improvements as needed.

   d. Supply of additional regular teachers.

   e. Plans will be made to coordinate and articulate curricula, activities and materials, and to arrange for equitable sharing and distribution of resources, both material and human.

3. A preliminary survey has indicated that there are approximately 10 sets of junior high schools which meet the criteria noted above. There are 31 junior high schools whose percentage of minority group pupils is 85 or more.

   a. In the institution of feeder pattern changes, a beginning will be made in September, 1964. It is expected that this will be part of a continuing pattern.

   b. By September, 1965, the feeder patterns of the remaining eligible junior high schools will be changed.

   c. Frequent surveys will be conducted to locate additional schools which may meet the criteria noted above, and these schools will be included in the over-all plans.

   d. The comprehensive ten-year school building program will be re-opened and reviewed on a school-by-school basis for the purpose of promoting maximum integration. Particular attention will be given to site selection for junior high schools.

C: <u>High Schools</u>

1. It is the policy of the Board of Education to improve ethnic distribution in all academic and vocational high schools and eliminate heavy concentration of minority group pupils in certain schools.

2. High school zoning practices are now in the process of evaluation. The suggestion of some organizations concerning a policy of "group zoning" of two or three high schools will be carefully studied.

3. Girls High School in Brooklyn will be closed effective September, 1964 and its pupils will be distributed to other high schools with better educational facilities. At the present time, the percentage of minority group pupils is 95, and the building is old and unsuitable for modern high school operations.

4. The staff is presently studying ways of improving ethnic distribution at Banjamin Franklin High School, which is 89% Negro and Puerto Rican. A plan will be drawn up by December 1964 and presented for full public discussion, with implementation planned for September 1965.

5. The present program of high school variances, which permits pupils to attend schools with better ethnic distribution, will be continued. However, the effects of the Open Enrollment program have now reached the high school and consequently the necessity for variances is diminished.

6. A complete review of secondary education in both academic and vocational high schools is planned to begin immediately. The factor of ethnic distribution is an extremely important part of this review, as well as the kinds of courses offered and the diplomas to which they lead. A progress report will be issued in June 1964 and a final report will be sent to the Board of Education by the professional staff before the end of 1964.

D: Change of School Assignments for Relief of Overcrowding and for Better Integration.

1. A full school day is a basic ingredient of quality education. At the present time, many thousands of elementary school pupils are on short time schedules. Most of them are children of minority groups. At the same time, there are thousands of unused seats, most of them in areas with large numbers of white pupils.

2. It is the policy of the Board of Education to assure for each child, so far as it is possible, a full school day. In pursuance of this policy, school assignments which may involve transportation will be made, in order to eliminate short time sessions.

3. The travel time involved in this transportation is not to exceed forty-five minutes under normal conditions.

4. Changes of school assignments in keeping with this policy will begin in September 1964 and will continue until overcrowding has been eliminated as far as possible. The target date for completion is September 1965.

5. The following additional beneifts will be supplied to schools which will be more fully utilized under this plan:

    a. Maximum and average class size lower than usual.

    b. Additional special services.

    c. Building improvements as needed.

E: Free Choice Transfer Plan

1. This plan will be under continuous evaluation in the light of experiences with new programs. It seems possible for example that schools participating in plans indicated above under A, B, and D will not be able to participate in the Free Choice Transfer Plan, and that the need for this plan will diminish.

F: Educational Park

A staff study is now being made of the educational park concept, with reference to specific recommended locations in four boroughs. An Advisory Committee on Educational Parks will be appointed to broaden the basis of study. The report of this Advisory Committee will be presented and discussed in open hearing, and the target date for final decision is the fall of 1964.

G: School Zones

1. It has been the policy of the Board of Education to include integration as a cardinal principle in zoning. In order to assure the application of this principle, the Superintendent of Schools will review all existing zone lines on a school-by-school basis.

2. This review of existing schools is now under way by the staff and will progress as quickly as possible. It will be completed by February 1, 1965. As new schools are opened, there will be further continuous review.

H: Site Selection

Under the City Charter, it is the Site Selection Board (composed of the Director of City Planning, the Comptroller, the President of the Borough in which the school is located, the Commissioner of Real Estate and the Director of the Budget) which has final authority with reference to site selection. The Board of Education has continually made clear to the Site Selection Board its policy regarding integration.

I: Ethnic Integration in School Staffs

The recent New York University study, "Teacher Mobility in New York City" concluded:

"Geographic distributions reveal that a number of districts.. display a larger Negro percentage of the staff than is the case in other districts. But again, there is no district without Negro teachers. To describe the situation as segregated would be inaccurate."

Nevertheless, the study also indicates a heavy concentration of Negro and Puerto Rican teachers in schools with high percentages of minority group children and a lack of horizontal mobility. This situation is cause for considerable concern. The Superintendent of Schools is developing administrative procedures to assure a more favorable ethnic distribution of the professional staff.

The Personnel Division is attempting through special recruitment methods to attract more Negro and Puerto Rican teachers. The new administrative procedures in conjunction with the increase in the number of Negro and Puerto Rican teachers will lead to better ethnic distribution of teachers in the schools.

J. Further Expansion of Central Zoning Unit

It is evident that tremendous new burdens have been added to the Central Zoning Unit. The discharge of these heavy responsibilities will require additional personnel, equipment and space. The Superintendent of Schools will add to the budget of this Unit such additional funds as may be necessitated by these new responsibilities. The feasibility of automation to expedite the mechanical operations of the Unit will also be explored.

K. Expansion of Human Relations Unit

Equally heavy new responsibilities have been given to the Human Relations Unit as will be indicated below. The 1964-65 budget includes a request for four additional professional staff members and clerical help for the Unit as well as 25 additional school-community coordinators in the field. The Superintendent of Schools will add staff to the Human Relations Unit including a corps of outside experts to enable it to cope more successfully with its extended functions.

L. Other Aspects of the Implementation of Specific Plans

1. The Central Zoning Unit has already begun its examination of all elementary schools which meet the criteria for common zoning patterns, and of all junior high schools which meet the criteria for feeder pattern changes. The list of such schools will be announced publicly by March 16, 1964 and will include the specific dates of implementation for the schools which have been listed. Field assistant superintendents and Local School Boards will be consulted prior to public announcement and together with interested groups and individuals will be encouraged to make additional recommendations which may have been overlooked by the Central Zoning Unit.

2. At the same time, on March 16, 1964, there will be issued an analysis of the cost factors involved in the implementation of the various plans set forth in Part 1.

3. It has already been stated that the plans will be applied on a City-wide basis. It is not anticipated that any exceptions will be made. However, in the event that it becomes necessary to withdraw a school for clear and compelling reasons, a public statement will be made as to these reasons, and there will be opportunities for public discussion. Final decisions will be recommended by the Superintendent of Schools to the Board of Education.

STAFF ORIENTATION AND TRAINING

The successful implementation of any integration program is largely dependent upon the attitudes and leadership qualities of school administrators. Their interpretations and reactions will determine greatly the effectiveness of the new policies which are set forth in this plan. It is also true that the daily activities of teachers are equally important in the application of policy. Every lesson taught and every class project is an interpretation of official policy. We have already spoken of the strengthening of integration as a dimension of the educational enterprise. This means that we must extend existing programs and develop new programs to educate all school personnel in human development and social relations emphasizing intercultural understandings and values.

This Board strongly endorses the recommendations of the Superintendent of Schools for staff orientation and in-service training in human relations, as contained in the Interim Integration Report. With the enlargement of the staff of the Human Relations Unit, it will be possible to assign to it a greater share of the leadership function.

A number of suggestions have been made that in-service courses for teachers be made mandatory in such areas as human relations, urban sociology, history of minority groups, cultural anthropology, and the behavioral sciences. This step necessarily involves extensive consultation with staff personnel, professional organizations, teacher training institutions and others. The Superintendent of Schools will weigh the merit of these suggestions and make appropriate recommendations to the Board of Education.

In the meantime, all teachers will be encouraged to take such courses. The Personnel Division will continue and expand its work in organizing courses, both in-service and college, while the Human Relations Unit and the field assistant superintendents will continue to develop the district and school programs.

COMMUNITY PARTICIPATION AND SUPPORT

The Board of Education and its staff need the support and good will of all groups in the community if these plans are to succeed. Every possible step will be taken to assure the active acceptance of all children into the schools and to provide the leadership necessary to win community support. The responsibility to organize and develop city-wide programs to meet these

needs will rest with the Human Relations Unit. Field assistant superintendents and principals and the Local School Boards will continue their district and school programs.

In this effort community groups must play an important part. Civic associations, civil rights groups, community groups, parent associations, church groups, and others will be brought into the total effort to aid in the integration of the schools.

Part II. PLANS FOR IMPROVING THE QUALITY OF EDUCATION IN SCHOOLS HAVING HIGH CONCENTRATION OF MINORITY GROUP PUPILS

General Considerations

Since plans for improving the quality of education involve both policy and administration, they must be arrived at jointly by the Board of Education and the Superintendent of Schools. Similarly, the determination as to the effectiveness of the implementation of the educational program is a joint responsibility. The Board of Education sets broad basic policy with regard to the educational goals, curriculum and instructional materials, while the professional staff determines and utilizes the best techniques of administering the schools for the implementation of these basic policies. The Board of Education is obligated to make known to the City and State the need for funds necessary to achieve the objectives of its program. The Board must also take appropriate steps to insure the optimum use of such funds in the implementation of that program.

In its budget request for 1963-1964, this Board of Education noted the following:

> -------"The schools of New York City are faced with problems of great magnitude and complexity. Internal reorganization and expanded use of new techniques of instruction will help the schools to meet some of these challenges but substantially greater financial support must be provided if the schools are to carry out their mission effectively.
>
> "It is impossible for the dedicated teachers in the system to provide quality education unless the conditions under which they teach are improved. Previous budget requests have recognized the need for more teachers, more books and supplies and more special services. These needs were confirmed recently by the Cooperative Review Study of the Instructional Program conducted by the State Education Department in cooperation with the staff of the City school system."
>
> "-----The major recommendations in this budget request are designed to mount a massive attack on the instructional problems facing the schools. As with any major movement, this cnnot be accomplished in its entirety immediately. Nor can it be relegated to an unplanned and overly drawn out approach. The future of our children and our City is at stake. This budget request, therefore, represents the first step in a three year program to improve the instructional conditions in the schools."

The fact that these funds have not been provided has seriously hampered the efforts of the Board and the professional staff in improving the quality of education in schools on all levels. This lack of the necessary funds has also seriously impaired our efforts to provide compensatory services so urgently needed to counteract the the ravages imposed on schools in minority group areas by discrimination in housing, employment and other community patterns. The Board of Education is determined, with the help of interested community groups and civic organizations, to obtain the funds needed from City, State and Federal sources to improve the quality of education in all our schools, and particularly in schools in disadvantaged areas.

The Superintendent of Schools has been studying the actions needed to provide quality education for all the children of the City and particularly for children of minority groups. In his Interim Report of December 3, 1963, he outlined the preliminary thinking of the staff on a number of these matters.

As an integral part of its Plan for Better Education Through Integration for New York City, the Board of Education now requests the Superintendent of Schools to prepare for its early consideration specific recommendations to provide this quality education.

In preparing these recommendations for the Board, the Superintendent is requested to give major attention to the following goals:

1. Elimination of the group intelligence test and the substitution for it of more valid indicators of ability.

2. Elimination of short-time instruction.

3. Reduction of class size.

4. Strengthening of the kindergarten and pre-kindergarten programs.

5. Improvement of the reading and language arts program.

6. Intensification of programs to reduce dropouts and to assist out-of-school youth in returning to school.

7. Review of the academic and vocational high school instructional program to determine its effectiveness and to provide greater opportunities for minority groups.

8. Improved programs of recruitment and promotion of Negro and Puerto Rican teachers and supervisors.

9. More equitable distribution of ex perienced teachers and supervisors.

10. Additional guidance and clinical services.

11. Scheduled annual standardized achievement tests with results made public.

12. Expansion of summer school services.

13. Evaluation of the after-school study program.

14. Strengthening of bilingualism and biculturalism.

15. Publication of suitable instructional materials depicting good human relations and contributions of minority groups to American history and culture.

16. Intensification of the present study of textbooks and supplementary materials with a view to eliminating all those which misrepresent minority group life, history, and contributions.

17. Improvement of pupil grouping policies.

18. Greater use of community assistance in voluntary programs.

19. Increased curricular emphasis on civil liberties.

20. Extension of team teaching as one approach to meeting the special educational needs of pupils in minority group areas.